

2024 CITY OF JACKSONVILLE

Special Committee Of The City Council To Review JSO Primary Facilities



Produced by:
The Northeast Florida Regional Council

MESSAGE FROM CITY COUNCIL PRESIDENT RON SALEM



Dear Citizens of Jacksonville:

It is with great pleasure to present the final report on the Special Committee of the City Council to Review JSO Primary Facilities. This committee report has been compiled after months of diligent research, analysis and consultation with relevant stakeholders and the public.

As the President of the Jacksonville City Council, it is my privilege to convey support for the findings and the recommendations of this committee report.

The Special Committee on JSO Facilities, chaired by Council Member Michael Boylan was charged with evaluating the current state of JSO facilities, identifying areas for improvement, relocation, cost, and healthcare, and proposing actionable recommendations to enhance the efficiency, functionality, and safety of these facilities. Throughout these deliberations, thoroughness, objectivity, and transparency were used to complete this assessment, and the work of the committee, sub-commitments, and working groups are to be commended. I am proud of the work of Council Member Boylan leading the charge.

After extensive review and discussion, the committee has formulated a comprehensive set of recommendations aimed at addressing key challenges and opportunities for the detention center and the administrative facilities of the JSO. These recommendations encompass various aspects including infrastructure upgrades, relocation, healthcare, and mental healthcare.

I would like to express my gratitude to all the members of the Special Committee, the staff, experts and stakeholders for their dedication, expertise, and commitment to this important endeavor. Their invaluable contributions have been instrumental in shaping the recommendations outlined in this report. Their work will help guide this discussion as we continue to move these recommendations forward over the next few years.

I look forward to our collective efforts in implementing the recommendations outlined in this final report. It is imperative that we ensure the safety and security of our community.

Sincerely,

A handwritten signature in black ink that reads "Ron Salem". The signature is written in a cursive, flowing style.

Ron Salem, Pharm. D.
President, Jacksonville City Council

MESSAGE FROM COMMITTEE CHAIR MICHAEL BOYLAN

Dear Citizens of Jacksonville,



The charge of the Council President's JSO Primary Services Committee called to "Explore the location, cost, healthcare, mental healthcare, and other issues involved in relocating the jail and the administration building." The committee was purposeful in stepping away from the "what, where and how much?" questions as we determined it was premature to answer them just yet. Instead, we refined our work to understanding and assessing the challenges faced with the existing facilities and envisioning what should be built to meet future needs, based upon the changing culture surrounding incarceration, particularly as it relates to those housed suffering from mental and behavioral health issues.

Our focus was specifically on the John E. Goode Pre-Trial Detention Facility and JSO's primary administrative facility, the Police Memorial Building. The work was broken into four working groups, with a fifth subsequently added, after seeing the pressing need to make the existing pre-trial detention facility safe and secure for both those detained and for the corrections officers and others who work therein.

As you review the report, please take special note of the many and varied participants, particularly the extraordinary number of subject matter experts (far too many to note here) who freely gave of their time to share their decades of experience in designing and building such facilities. Beyond that the success of our effort would not have been possible without the active involvement of JSO's management team. They were involved at every turn and were an instrumental resource in helping us understand today's challenging conditions and their vision of what future facilities need to be in order to afford "efficient and effective management." My sincere thanks to my colleagues who headed up the respective working groups and the two co-chairs, Charlie Cofer, the head of the Public Defender's Office (the "AIR" working group) and Ryan Sitnik of Gilbane who worked with me in the Administrative Services group. Once again, the Northeast Florida Regional Council was a critical partner. Under the leadership of Beth Payne, they greatly assisted in keeping us on task and readily offered to craft this expansive report. I also want to acknowledge the support of Florida Circuit Court Chief Judge, Lance Day, and the members of the bench who participated, as well as Jody Phillips and the Clerk of Courts office. Thank you too to Legislative Services and the Executive Council Assistants of the respective Chairs for their significant contributions.

MESSAGE FROM COMMITTEE CHAIR

So where do we need to go from here? We learned many times over (and consistently lauded for it), that this undertaking was a pivotal first step in a very long journey. Understanding and assessing our present, then future needs while learning of the direction the construction of such facilities has taken over the course of the last three decades was invaluable in establishing a foundation from which to build upon, particularly in light of the significant investment we, as a community, must make in just a few short years. As noted in the conclusion of this report, I can't emphasize enough how much the world has changed with respect to focusing on the creation of facilities that underscore a shift in focus from punitive measures to rehabilitation, with the aim of reducing recidivism rates among individuals interfacing with the criminal justice system.

Respectfully,

Michael Boylan
Chair, JSO Primary Facilities Committee

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EXECUTIVE SUMMARY

On July 17, 2023, City of Jacksonville Council President Ronald Salem expressed concern about the deteriorating condition of Jacksonville Sheriff's Office (JSO) facilities, noting their unsuitable environment for inmates and staff. In response, City Council President Salem appointed City Council Member Michael Boylan (District 6) as Chair and City Council Vice-President Randy White (District 12) as Vice-Chair of a Special Committee tasked with exploring relocation options and associated costs for the Pre-Trial Detention Facility (PTDF) and the Police Memorial Building (JSO Headquarters). This Committee, which also included Council Members Rahman Johnson, PhD (District 14), Chris Miller (At Large Group 5), and Jimmy Peluso (District 7), was mandated to deliver findings and recommendations to City Council by June 25, 2024.

Under Chair Boylan's leadership, the Special Committee was divided into five working groups, each addressing specific aspects of the facilities. Chair Boylan led the Administrative Services group, focusing on the Police Memorial Building, while Vice-Chair White led the Existing Facility Improvements group, addressing immediate maintenance needs for the PTDF. Council Member Johnson, PhD chaired the Holistic Services group, researching healthcare, mental health, and spiritual services needed in a new jail facility. The Housing and Custody group, chaired by Council Member Miller, addressed inmate and staff housing needs, and Council Member Peluso led the Adjudication, Intake, and Recidivism group, examining inmate processing and rehabilitation processes.

A comprehensive seven-month investigation by the Committee and its working groups revealed that both facilities were outdated, impeding operational efficiency and compromising the well-being of inmates and JSO staff. Consequently, the decision was made to pursue a new JSO Headquarters through a lease and renovation of office space on Riverside Avenue while also recommending constructing a modern, outcome-driven jail facility. The Committee's recommendations outlined specific requirements for these new facilities and charted a clear pathway forward.

To execute these recommendations effectively, the Committee suggests establishing a "Blue-Ribbon Committee" tasked with drafting a Request for Proposal for the new jail facility. The Blue-Ribbon Committee would be comprised of representatives from the Mayor's Office, City Council, JSO, 4th Judicial Circuit, the City's Engineering Department, and other principal stakeholders including but not limited to Gateway Community Services, the Sulzbacher Center, the Northeast Florida Builders Association (NEFBA), the School District, and NaphCare. This committee will utilize the findings and recommendations of this report as a guide for the construction of the new jail, ensuring transparency and accountability throughout the process. Ideally, this committee would be formed before the City's Fiscal Year 24-25 budget cycle to secure funding for the first phases of planning and designing the new facility.

SPECIAL COMMITTEE OF THE CITY COUNCIL TO REVIEW JSO PRIMARY FACILITIES

Background

The facilities utilized by the Jacksonville Sheriff's Office (JSO) are crucial for the effective functioning of Duval County's criminal justice system, and it is the responsibility of the City of Jacksonville's (COJ) government to provide JSO with well-maintained, functional facilities. The John E. Goode Pre-Trial Detention Facility (PTDF), the Police Memorial Building (PMB), and the James I. Montgomery Correctional Center (MCC) are the three essential facilities for JSO operations (the Juvenile Behavioral Health Facility was not included in this review). Without adequate facilities, JSO and its partners will find it more difficult to efficiently provide services, require additional resources, and potentially place an undue burden on taxpayers.

Article 8 of the Florida Constitution states that each county (or consolidated government) shall have a Sheriff, independent from the local government, elected by the citizens. Pursuant to Florida Statute Title V, Chapter 30.49: "Each sheriff shall annually prepare and submit to the board of county commissioners a proposed budget for carrying out the powers, duties, and operations of the office for the next fiscal year" (Oct. 1 – Sep. 30). Included in this budget, "The sheriff shall submit to the board of county commissioners for consideration, as deemed appropriate by the county, requests for construction, repair, or capital improvement of county buildings operated or occupied by the sheriff." Therefore, while JSO maintains operational independence from city government, it is the duty of COJ to provide the necessary funding for JSO to carry out its duties, which include maintaining and operating its primary facilities.

Purpose

In June of 2023, City Council President Ron Salem expressed his desire to investigate the issues facing two of JSO's Primary facilities: the Pre-Trial Detention Facility (PTDF), which serves as the county jail, and the Police Memorial Building (PMB), which serves as the operational headquarters for JSO, as well as the possible need for relocation or new construction. In August 2023, Council President Salem announced the creation of a five-member "Special Committee to Review JSO Primary Facilities" with City Council Member Michael Boylan as its Chair and City Council Vice-President Randy White as the Co-Chair.

In a memorandum released on July 17, 2023, Council President Salem created the Special Committee and established the following charge: *“Explore the location, cost, healthcare, mental healthcare, and other issues involved in relocating the jail and the PMB. I strongly believe the current facilities have exceeded their useful life, and the location does not provide a favorable environment for inmates.”* (-Council President Salem)

The Special Committee’s task was to evaluate JSO facilities, explore potential solutions to issues identified, and discuss long-term approaches to determining future needs for new facilities. The Committee was asked to complete this work during the City’s fiscal year, with a presentation for the City Council on its comprehensive findings and recommendations by June 2024.

The Special Committee first convened on August 16, 2023, in City Hall.

Committee Chair Boylan revised the charge after the first Special Committee meeting: *“The charge of the committee is to draft recommendations regarding efficient and effective management of the facilities and the safety and wellbeing of those who use those facilities and to address the needs of the Sheriff and his staff with regard to those facilities.”*

Process



The process began with five City Council Members being appointed to the Special Committee. Per Chair Boylan, each of these City Council members were asked to lead a unique working group to investigate specific topics and areas of concern (see Figure 1). The Council Members were encouraged to appoint Co-Chairs and recruit subject matter experts to serve as working group members. Each working group determined their schedule of meetings and tours of facilities as needed, anticipating that meetings would be held from August 2023 to February 2024. The working groups were to present their findings to the Special Committee in spring of 2024 and with assistance from the Northeast Florida Regional Council, create a final report by June 2024.

With the complexity of the issues facing the existing facilities, each working group needed to identify and dissect the issues before they could begin looking for solutions. Because this was the first time the City Council had taken formal action on investigating the JSO facilities, developing an extensive fact-finding process was crucial. Identifying priorities and organizing a timeline was the focus of each working group’s first meeting.

The process involved the working groups and the Special Committee convening over thirty meetings to gather insights and perspectives from various stakeholders. Testimonies and presentations were heard from subject matter experts, stakeholders, and members of the public, fostering a robust exchange of ideas and perspectives. Working group Chairs and partners toured facilities within and beyond Jacksonville, identifying best practices that would help to formulate their recommendations. The involvement of key stakeholders and partners within JSO was essential to this process.

Partners, Stakeholders, and Subject Matter Experts

The City Council maintains an effective working relationship with the Sheriff’s Office, and the Special Committee benefited from the input of JSO leadership during this process. Testimony and tours provided by these officials gave the working groups a better understanding of the day-to-day operations at each JSO facility as well as the issues that are hindering their operational efficiency and security.

Director Kevin Goff, JSO’s Department of Corrections, along with top officials from divisions within his department including the Jails Division, the PTFD Custody and Housing Section, the PTFD Operations Section, the PTFD Support Services Section, and the Programs and Transitional Services Division participated in or provided information to the working groups. Director Larry Schmitt, Department of Police Services, was aided by his team members from divisions such as Support Services, the General Support Section, and the Budget Division (See Figure 2).

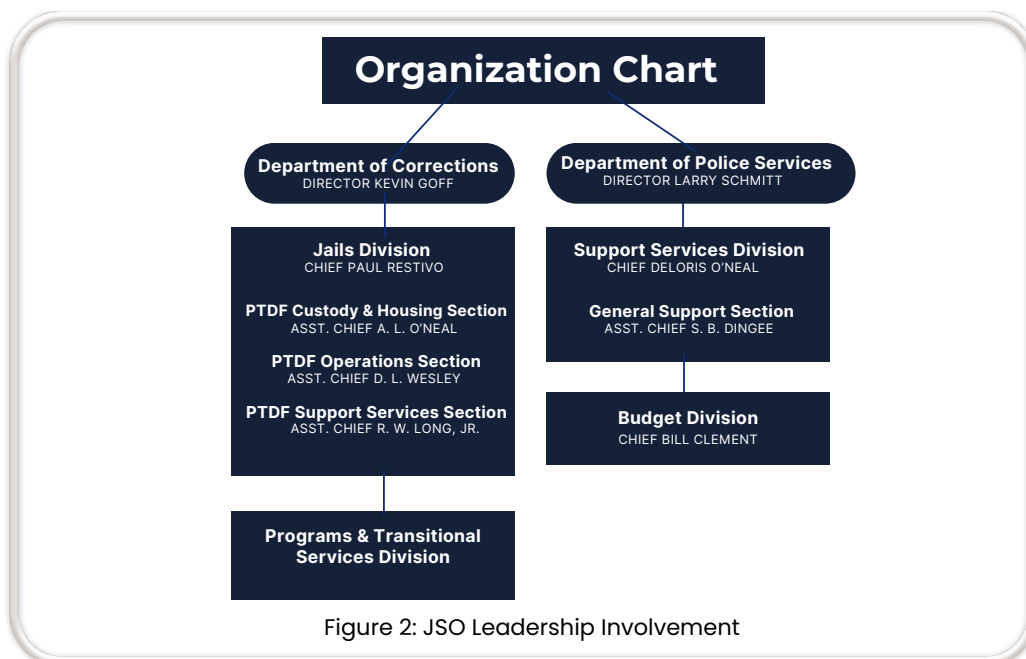


Figure 2: JSO Leadership Involvement

In addition to JSO officials, the working groups engaged with local judges, representatives from the Clerk of Courts Office, the State Attorney's Office. These partners provided valuable feedback about the intake and adjudication process, and how the court system and JSO work together. The Honorable Chief Judge Lance Day, Honorable Anthony Salem, and Honorable London M. Kite all serve on Florida's 4th Judicial Circuit, which serves Nassau, Duval, and Clay Counties. The Honorable Michelle Kalil serves the Duval County Trial Court. These judges appeared at various working group meetings and assisted with the courthouse tours. The judges and other court officials accompanied Special Committee members with tours of the PTDF and guided them on tours of the courthouse. These tours were helpful for the working group Chairs to observe the role of JSO at the courthouse and how the correctional facilities impact the criminal justice system. Of particular note were the contributions of Chief Judge Lance Day and Public Defender Charlie Cofer.

The working groups also sought insight from private and public entities specializing in planning, designing, and constructing public safety facilities. Subject matter experts and representatives from firms and organizations such as the Architects Design Group, Gilbane Building Company, HDR, Ajax Building Co., and the American Institute for the Advancement of Infrastructure (to name just a few) shared their experiences and knowledge with the working groups.

Discussion centered around best practices and industry trends, offering examples and case studies of similar facilities recently constructed across the country. Moreover, they highlighted how a shift in the cultural approach to the design of public safety facilities has significantly impacted the rehabilitation of incarcerated individuals and contributed to the creation of safer environments for facility staff.

The working groups extended their scope beyond Duval County, inviting leaders of other communities who have recently renovated or built new correctional and law enforcement facilities within their jurisdictions to share their recent experiences. They received information on which strategies and designs worked well and what could have been improved. To further enhance their understanding, several working group Chairs visited facilities in other cities and states, including the Davidson County Correctional Facilities in Nashville, Tennessee; the Orange County Corrections Department in Orlando, Florida; the Los Angeles Metropolitan Detention Center in Los Angeles, California; and the Dallas County Detention Facility in Dallas, Texas, where they witnessed firsthand how innovative designs have improved the effectiveness of those facilities. With the variety of information shared by subject matter experts and the best practices in similar cities, the Special Committee gained a clearer picture of how specific designs and trends in the industry are improving facilities and outcomes for those incarcerated across the Country.

In addition to engaging with facility design experts and other law enforcement agencies, the working groups also heard from organizations dedicated to assisting individuals as they transition through the criminal justice system. These organizations, including the Sulzbacher Center, the Civil Citation Diversion and Deflection Network, the Bail Project, Florida Rising, Changing Homelessness, Operation New Hope, and JPS Health Network, offered firsthand insights into the challenges of their work and what they need to carry out their mission, including collaboration with local government, to create the best possible outcomes for inmates. While facility design plays a significant role in rehabilitating and supporting inmates, supportive and transitional services are essential for effectively reintroducing adjudicated individuals into society and providing them with treatment and care to prevent recidivism. When inmates are prepared to reenter society and are supported after release, the burden on the criminal justice system is lessened, the cost to taxpayers is reduced, and the community is safer and more productive.

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Public Participation

The working group Chairs, Co-Chairs, and official members are all subject to Florida's 'Government in the Sunshine Law' (FL Statute 286.011). Any meetings with two or more of these persons present must be open to the public, provide reasonable prior notice, record minutes, and make any recordings publicly available. Also, pursuant to Florida's Open Records Law (FL Statute 119.01) all documents, presentations, and notes relating to these working groups and the Special Committee's investigation as a whole must be maintained and provided to the public upon request or can be retrieved from the City's Website:

<https://www.jacksonville.gov/city-council/standing-committees/special-committee-of-the-council-to-review-jso-pri>

Public input was encouraged by the working groups and valued feedback was received from the community. All working group and Special Committee meetings were open to public attendance and comment, giving the citizens of Jacksonville an opportunity to share their personal experiences as well as their recommendations for a future facility.

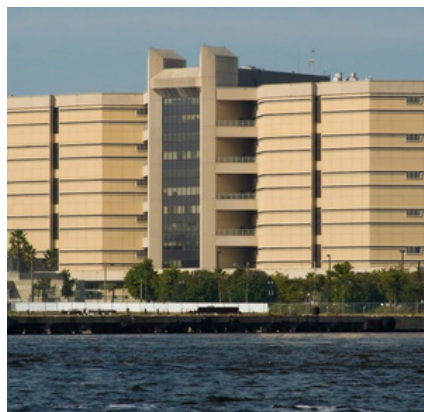
THE FACILITIES

The Jacksonville Sheriff's Office oversees several primary facilities within the City. As part of the Special Committee's process, they specifically looked at only three of these facilities. The Police Memorial Building (PMB) serves as JSO headquarters, providing administrative support and operational coordination. Second, the John E. Goode Pre-Trial Detention Facility (PTDF) functions as the county jail, accommodating arrestees awaiting court proceedings and sentencing. Third, the James I. Montgomery Correctional Center (MCC) houses convicted inmates serving their sentences. The PMB and the PTDF face significant challenges, including outdated infrastructure, technological deficiencies, costly maintenance and repairs, and limited space.

Inmate outcomes are dependent upon the opportunities and programs made available to them throughout their time in the Duval County criminal justice system. The physical structure of the facilities is a component of their experience within the PMB, the PTDF, and the MCC. Thus, deteriorating facilities are not conducive to effectively rehabilitating an incarcerated individual. As the population continues to increase, so will the demand for JSO's primary facilities. The Special Committee understands the urgent need to act on the issues identified and gained valuable knowledge of the challenges faced, and potential solutions to address these challenges.



Police Memorial Building



John E. Goode
Pre-Trial Detention Facility



James I. Montgomery
Correctional Center

POLICE MEMORIAL BUILDING



Figure 3: Police Memorial Building-
501 E Bay Street #204, Jacksonville, FL 32202

The Police Memorial Building sits adjacent to the PTFD and serves as the headquarters and central command for the Jacksonville Sheriff's Office. The building was opened in 1978. It provides approximately 165,000 sq ft of office space to support more than 750 employees from various JSO departments and partnering law enforcement agencies.

The primary issue the PMB faces is a lack of space for JSO's growing staff, and JSO officials have stated that they need a minimum of 281,000 sq ft for normal operations. Many departments and employees currently operate from other JSO facilities spread across the City, but the preference is to have all departments located in a single headquarters facility. In addition to the lack of space, mounting maintenance and repair costs are an increasing challenge. The average maintenance cost of the PMB is about \$360,000 per year. The repairs for the PMB are incorporated into the Public Building Budget under the Public Works Department of COJ. Lastly, the PMB has an insufficient number of parking spaces, with less than half the spaces needed to accommodate the staff that use the building.

In general, the PMB is a 45-year-old building in a state of disrepair, with an abundance of cracking floors, plumbing leaks and water damage, and dilapidated restrooms. The parking lot surface needs to be repaved along with several of the sidewalks, and the overall landscaping around the facility needs significant attention. Representatives from JSO have attested that the outdated PMB, with all of its deficiencies and infrastructure issues, is hurting their ability to recruit and retain staff. The lack of a modern, well-maintained, and sufficiently sized administrative building reduces the efficiency and effectiveness of JSO as an agency and it unduly impacts JSO staff who work in the building.

The issues faced by the PMB are mostly a result of its outdated technologies and infrastructure, which have caused issues such as flooding and mold. JSO says that the emergency generator is the most urgent issue, issues with the HVAC System and Controls are the second-most. Other priority issues include remodeling restrooms, modernizing the elevators, and fixing the building's skylights. More long-term issues include updating or replacing the flooring, replacing the roof (8-10 years from now), and fixing the helicopter pad. The proposed maintenance projects total about \$6,000,000. It is important to note that the proposed maintenance projects do not include mold remediation.

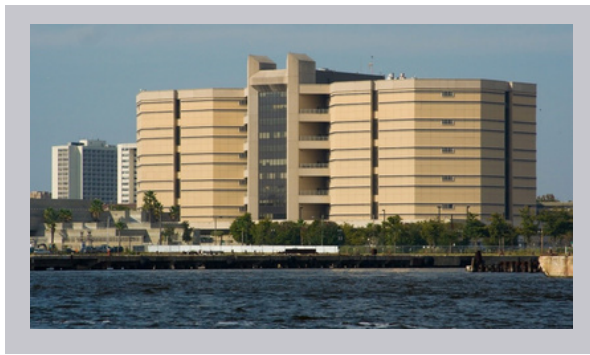


Figure 4: John E. Goode Pre-Trial Detention Facility-
500 E Adams Street, Jacksonville, FL 32202

JOHN E. GOODE PRE-TRIAL DETENTION FACILITY

Completed in 1991, the 629,000 sq ft facility is multi-story, which was a common design at the time of its construction. It encompasses seven floors, with the first floor most widely accessed as it is designed for intake, processing, release, and first-appearance hearings and includes two courtrooms. Technical equipment and operating systems are also located on the first floor, as are administrative services, public reception, and employee amenities (See Figure 5). The intake and release processes are critical to the overall justice system, and the jail takes in or releases between 75 and 100 individuals each day.

Like the PMB, space is an issue for the PTFD. It was designed to house 2,189 inmates at any given time, but now holds approximately 2,600 inmates. It is important to note that its layout has never been expanded. As a function to expand the facility's capacity within its own walls, additional permanent beds have been added to the cells and portable bed units have been added to common areas of the jail. This overcapacity limits access to vital resources and services for inmates, imposes significant stress on staff, and inhibits overall efficiency. The overcapacity of the facility, as well as the outdated infrastructure, unwelcoming design features, and lack of adequate, modern staff amenities have hindered JSO's ability to recruit and retain correctional officers and staff.

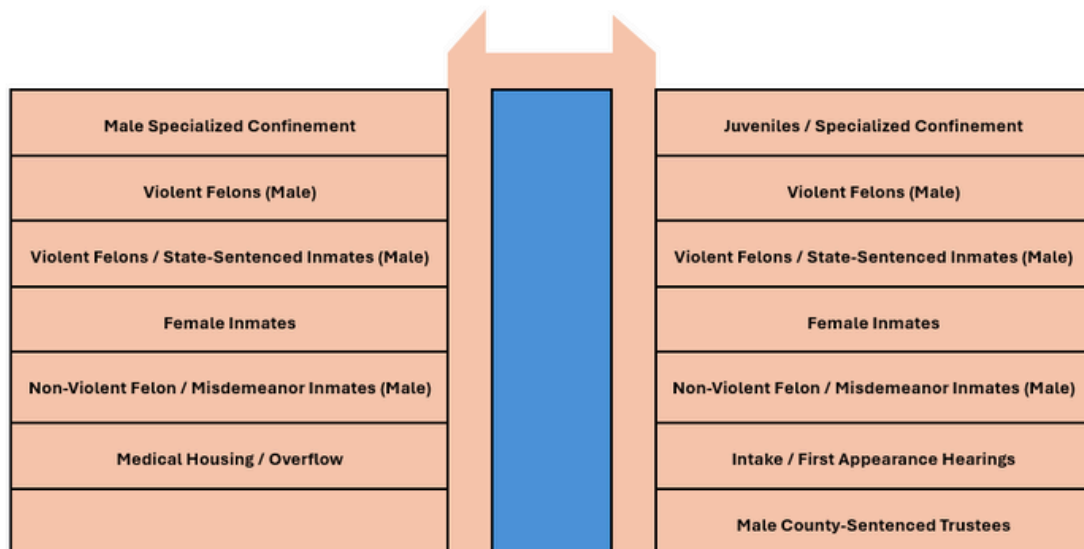


Figure 5: Layout of the PTDF by floor.

Currently, there are approximately 360 officers employed at the PTDF, 150 of whom are on duty for each day shift, with an additional 95 civilian employees staffed Monday through Friday. If fully staffed, the PTDF would employ nearly 500 corrections officers, with 200 officers working the day shift Monday through Friday. These understaffing issues create safety concerns and security vulnerabilities. Current staffing levels often require overtime work, generating physical and emotional stress for employees.

In addition to overcrowding and staffing shortages, the jail continues to suffer from outdated infrastructure, resulting in consistent, costly repairs and maintenance projects. Over \$12,000,000 had already been spent on maintenance projects to improve or fix issues within the jail in the past five years. Despite this investment, current maintenance issues include mold, plumbing leaks and pipes that need replacement, electrical and HVAC issues, and power outages.

Impact on Detainees/Defendants

Of the approximately 28,000 individuals arrested in 2022, a majority were released on bail within 72 hours of their arrest. Detainees who are not released on bail will spend an average of 17 days in jail for misdemeanors and an average of 105 days for committing a felony. Some individuals awaiting transfer to state or federal facilities can be housed in the PTDF anywhere from a year up to a few years. For defendants who are not released or cannot post bail, the PTDF effectively serves as temporary housing until they are adjudicated. The quality of the PTDF and the services available to these defendants impact their ability to secure the best outcome during the adjudication process.

The adjudication process partially takes place in the PTDF, with first appearance hearings being held on the first floor of the facility. Some 600 defendants attend first appearance court virtually inside the J-1 and J-2 courtrooms located in the PTDF every week. There are two first appearance hearings held every day of the year, including holidays. The ability for inmates to communicate with counsel, and for the PTDF and JSO to share arrest and defendant records with the State Attorney's Office, the Public Defender's Office, and the Clerk of Courts, is crucial to the justice system's ability to deliver speedy and fair adjudication for all defendants. Due to the PTDF's overcrowded state, outdated infrastructure, and general inefficiencies, the justice system is strained at all levels of the adjudication and rehabilitation processes.

JAMES I. MONTGOMERY CORRECTIONAL CENTER



Figure 6: James I. Montgomery Correctional Center, 4727 Lannie Rd, Jacksonville, FL 32218

The Montgomery Correctional Center (MCC) is the oldest JSO facility, built in 1958. This facility is intended for convicted and sentenced inmates, with a designed capacity of 648. Yet, due to the Pre-Trial Detention Facility being over capacity, as of December 2023, more than 400 unsentenced detainees are currently held at MCC. In that same timeframe, the facility housed 637 inmates, which is near its capacity limit. The purpose of the correctional center is to rehabilitate inmates and prepare them for reentry into society. While there are a few specialized programs to help prepare inmates for release, there is limited space for these programs, with two classrooms at the MCC and a shortage of instructors. It is also suffering from staffing shortages, with over 180 job vacancies, including a limited number of healthcare professionals. Several Special Committee members participated in a tour of the MCC to see how its operations and systems are affected by this increased burden.

THE WORKING GROUPS

Each of the five working groups was tasked with a different area of focus. It is important to note that two working groups, Administrative Services and Existing Facility Improvements, were focused on shorter-term issues – to ensure that the JSO facilities could function until a new jail could be built. The remaining three working groups, Adjudication, Intake, and Recidivism, Housing and Custody, and Holistic Services, focused on improving these functions and capabilities in a new facility. Each working group has a set of specific recommendations and, in the case of the short-term working groups, some of those recommendations are now being implemented.

ADMINISTRATIVE SERVICES

- Chair: Council Member Michael Boylan
- Co-Chair: Ryan Sitnik, Gilbane Building Co.
- Director Larry Schmitt, Police Services, JSO
- Chief Deloris O'Neal, Support Services, JSO
- Chief Bill Clement, Budget Division, JSO
- Asst. Chief Scott Dingee, Police Services, JSO
- Ben Carder, JSO Facilities Manager
- Jeremy Wright, Downtown Facilities Mgr. (Public Works Dept)

Overview/Purpose

The Administrative Services working group held six meetings and focused strictly on the Police Memorial Building (PMB). They heard from JSO leaders, subject matter experts, contractors, and representatives from other facilities outside of Jacksonville. A major point of discussion was determining which option would be most cost-effective and practical: constructing a new building, leasing an existing facility, or renovating the existing PMB. At the request of Chair Boylan, JSO leaders compiled a list of what they view as essential elements to be included in a new headquarters building. Essential needs included a facility located in the area of downtown Jacksonville, a minimum of 281,000 sq ft of Class A office space, a minimum of 1,000 parking spaces, employee entrances that are separated from ones used by the public, among others. (For the full list see appendix).

Findings

JSO would prefer to house more of its personnel and departments at their headquarters. A facility will need a minimum of 281,000 sq ft to meet JSO's current staffing levels. The PMB currently has 165,000 sq ft for operational use, necessitating 76,000 sq ft of office space at satellite facilities for departments, units, and personnel who should be located within the PMB (Carder, 11/17/23). Anticipating growth and predicting future needs will be vital when designing a new facility. JSO listed the various offices and resources needed for each of its departments and divisions that it intends to include in the new facility. There were also several maintenance items provided by JSO for the PMB to sustain itself until a new facility is determined or constructed. The proposed maintenance totaled \$6,595,000. (For the full list see appendix).

JSO should ensure that a new facility contain modern design features, technologies, and infrastructure. Moving into a well-maintained facility with modern features will alleviate the burden on employees to mitigate or adapt to maintenance issues on their own time. A new facility should have plenty of windows and open space, allowing natural light to fill the working areas and to promote a healthy and positive atmosphere, reducing the stress levels of staff and potential burnout. A new facility should contain modern, clean, and functioning amenities such as restrooms and break areas. Attention needs to be given to these sorts of needs—which are often overlooked—as they have a significant impact on the satisfaction levels of staff and the ability for JSO to attract prospective employees.

Future Needs of the PMB Identified by JSO:

- Build for the future.
- Ensure future space has adequate storage.
- Increase secure parking.
- Include staff in planning and garner input.
- Incorporate audio/visual and advanced technology capabilities.
- Employee wellness.
- Multiple secure access points for employees.
- Sally port for subjects taken in for interviews.
- Community input and use.

Best Practices

During the process, the working group benefitted from insights shared by Assistant Chief Mike Kovacsev from the St. Petersburg Police Department. Assistant Chief Kovacsev provided valuable perspectives on their recently built department headquarters, detailing key design elements that were incorporated. He emphasized the strategic approach to designing the new facility, which considered future growth. Each department or division was allocated generous space, exceeding current and anticipated future needs, ensuring the facility's viability for years to come. He highlighted the department's proactive measures, such as converting paper files to digital formats before the relocation, significantly reducing storage requirements. He also highlighted the importance of containing an Emergency Operations Center (EOC) within the facility.

Mr. Ian Thomas of HDR shared some tools and best practices with the working group. HDR conceives and designs new facilities, utilizing data dashboards, specialized systems for analyzing existing conditions, visualization tools, cost estimate programs, scoring matrices, and other systems specially designed for effective and complete information gathering that influences the planning and design process and gives accurate cost estimates.

Mr. Eric Weflen of HDR presented at a working group meeting and shared the stages of the planning process for the design and build of a new facility (*see figure 7 for illustration*):

- **Concept design** – conceptualizing all of the priorities and needs that JSO wants in a new facility
- **Site selection** – site analysis, test-to-fit, land acquisition
- **Planning and design** – functional design, modern workspaces, adaptable spaces, equitable/inclusive

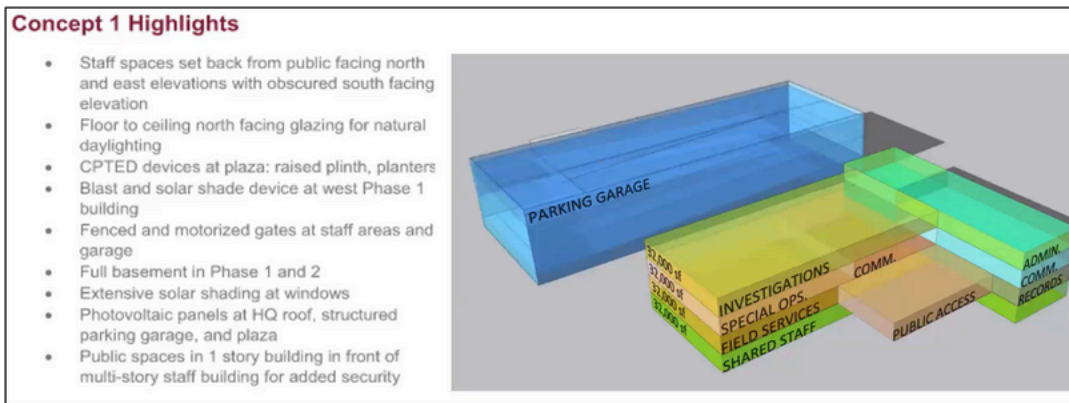


Figure 7: Concept Design Illustration – Administrative Services Working Group Presentation 11/27/24

Recommendations

Following working group meetings and garnering insight from stakeholders, the working group ultimately determined that leasing office space for the new Police Memorial Building would be the most effective option for both JSO and the City. With the assistance of the City’s Real Estate Division, JSO identified vacant lease spaces that met their needs.

After a thorough evaluation, the Florida Blue Building (located on Riverside Avenue) emerged as the primary contender due to its capacity to accommodate JSO’s needs. This decision was informed by several factors, including the significant time and resources required for new construction, the substantial cost and operational disruptions associated with renovating the PMB, the lack of parking for JSO personnel that would persist, and the recognition that renovating the existing facility would not fully resolve the space issues or prevent the need for costly repairs in the future. In addition, JSO currently leases space in the Florida Blue Building for several of their departments.

The Florida Blue Building would be able to provide an additional 281,109 sq ft of space to JSO with an annual lease cost of \$5.6 million, which surpasses JSO’s minimum requirements of 281,000 sq ft. Should this facility be deemed suitable, the next step involves the Real Estate Department and JSO initiating lease negotiations with Florida Blue for office space in their downtown building. Upon reaching an agreement, the contract will undergo review by the General Counsel’s Office before being presented to the City Council for approval. Subsequently, the Mayor will grant final approval. Meanwhile, JSO and the Real Estate Department will continue to monitor vacant spaces within Jacksonville, should a more suitable opportunity arise.

A new JSO headquarters will create vacancies at the current PMB. Future uses of the PMB should be explored, especially regarding its potential to relieve stress from the PTDF. A survey of the PMB should be conducted by correctional healthcare professionals and facility design experts to determine if the PMB could be adapted to serve as an infirmary for the PTDF. Other possibilities that should be explored are the potential uses of the PMB to facilitate virtual first-appearance hearings, mental health treatment, and other services.

IMPROVEMENTS TO THE EXISTING FACILITIES

- Chair: City Council Vice-President Randy White
- Co-Chair: Assistant Chief R.W. Long, Corrections Support Services, JSO
- Sergeant Aaron Park, Corrections Support Services, JSO

Overview/Purpose

The Pre-Trial Detention Facility (PTDF) is almost thirty-five years old, and although serious discussions about relocation are underway, the completion of a new PTDF is at least five years out. The purpose of this working group was to identify the maintenance projects and other improvements that are needed to keep the existing facility operational, and to improve efficiency, safety, and outcomes. Through their two meetings and a tour of the facility, the working group learned the PTDF still uses many of the original systems and technology that were included in the original build. Many of these systems, as well as basic infrastructure, require immediate attention to keep the facility operating.

Findings

The working group assessed maintenance issues at the John E. Goode Pre-Trial Detention Facility (PTDF), revealing significant challenges such as the City's expenditure of over \$12,000,000 on maintenance over the past five years; a backlog of deferred maintenance projects still needs to be completed.

Following two meetings, a facility tour, and gathering project cost estimates from facility contractors, the working group presented its findings to the full Committee. During the walking tour, several significant issues were identified, including recurring water and plumbing leaks leading to mold growth, deterioration of copper pipes requiring replacement, and electrical problems causing power surges impacting critical systems and security.

A recurring theme observed throughout the facility was the presence of mold, mildew, and rust, indicative of water accumulation and inadequate ventilation. The malfunctioning AC units were identified as a critical contributor, generating condensation that leads to water leaks, damage, and mold growth.

Additionally, the working group identified the frequent breakdown of elevators as a pressing concern. Malfunctioning elevators hinder the efficient movement of personnel and inmates and pose safety risks during emergencies. This recurring issue further exacerbates operational challenges and underscores the urgent need for comprehensive maintenance.

Lastly, many critical building systems are situated on the first floor, rendering them vulnerable to flooding and the collection of leaking water from upper floors, exacerbating maintenance challenges and compromising facility integrity. If these systems suffer water damage, they may cause severe impediments to essential service functions.

Immediate Actions Taken

After the working group heard from JSO officials about maintenance projects needed at the PTDF and received cost estimates from facility contractors for the identified needs, the Special Committee convened on November 17, 2023. During this meeting, the Special Committee deliberated on JSO’s prioritized repair needs for the PTDF. After discussion, the Committee agreed that immediate action was necessary. The consensus among the Committee members was to introduce emergency legislation at an upcoming City Council meeting, allocating approximately \$9,000,000 in funding for urgent repairs to the PTDF (See Figure 8). Following this decision, Committee Chair Michael Boylan introduced an emergency bill to City Council on January 10, 2024, which was approved on January 23, 2024.

No	Description	Projected Cost
1	Elevator upgrades - Units I1, I2, I3, P1, P2, S1, S2	\$ 1,200,000.00
2	Replace fire pump, including wet pipe and backflow	\$ 81,658.34
3	Freezer and cooler doors in the kitchen	\$ 29,534.80
4	Mold Remediation	\$ 267,742.56
5	Chiller 1 Replacement	\$ 385,955.85
6	Exterior concrete Facade repairs and exterior waterproofing.	\$ 661,471.00
7	Cell doors and ERP panels. Waiting on quote for ERP system.	\$ 1,644,812.97
8	Floor and drain repairs in the kitchen	\$ 461,646.00
9	Sound system for inmate communication (Quote provided by Cornerstone)	\$ 408,227.76
10	Multiple kitchen equipment / cookware replacements needed	\$ 300,000.00
11	Plumbing infrastructure repairs and equipment necessary to keep the facility running.	\$ 387,880.00
12	Various Air-handling unit replacements - several units are original to the building and need of replacement, including pumps, valves and other components.	\$ 469,000.00
13	Electrical Infrastructure	\$ 1,428,000.00
14	Officer Workstations and control pods	\$ 110,000.00
15	Workstation PC upgrade for Control Panels	\$ 330,214.06
16	Cooling Towers - refurbishment	\$ 450,000.00
17	Chiller 3 Replacement	\$ 385,955.85
Total Cost		\$ 9,002,099.19

Figure 8: Approved Emergency Project List for PTDF

HOLISTIC FACILITIES

- Chair: City Council Member Rahman Johnson, PhD

Overview/Purpose

The working group on Healthcare and Mental Health (Holistic Services), chaired by City Council Member Rahman Johnson, PhD, was tasked with studying the systems in place for maintaining and promoting a healthy atmosphere for inmates and staff in the PTDF. During its five meetings, the working group heard from experts and looked closely at the various programs, services, and treatment methods currently in practice. They studied the challenges faced by inmates and staff with regards to their physical wellbeing and mental health. They heard from organizations on how the design of a facility can play a role in the health of inmates and staff. The working group has compiled its findings and recommendations that incorporate innovative ideas and practices, address factors inherent to the treatment of mental and physical health and list the prevention methods to avoid problems altogether.

Findings

The Pre-Trial Detention Facility (PTDF) currently lacks an infirmary onsite. As a result, inmates with health concerns or injuries beyond minor sprains and cuts must be transported to the UF Health Downtown campus. Throughout the working group meetings, the significant financial burden on taxpayers became apparent. This burden is exacerbated by the need for transportation resources to transport inmates to and from the hospital, as well as the requirement for additional security personnel at the hospital. Although the City of Jacksonville has a contract with UF Health to provide treatment for indigent patients, it comes at a considerable expense. In Fiscal Year 2022/23, the City paid UF Health \$13,812,032 for treating PTDF inmates at their downtown hospital, representing a 30% increase from Fiscal Year 2017/18. Additionally, JSO expended nearly \$6.1 million for transporting inmates to UF Health and the subsequent privately-sourced secure supervision of these inmates at the hospital.

There are also contracts in place for in-house care with a private healthcare provider. Previously, Armor Health, which served the PTDF from 2012 until midway through 2023, came at a cost of approximately \$19,600,000 per year. JSO's new contract, instituted more recently with NaphCare will cost the City \$21,000,000 per year. The cost of healthcare is tremendous and can easily overwhelm the system. Addressing the best way to handle healthcare in a detention facility is a crucial piece of the design of a new facility and a large part of the operating budget, particularly because 70% of the PTDF population is taking some form of medication. The working group spent significant time understanding the benefits and costs of having an in-house infirmary versus outsourcing healthcare.

Staff of the facility must also be considered in planning for the best working environment, not only for physical and mental health but for recruitment and retention purposes. Since the staff are responsible for administering the services and managing the programs that directly affect the inmates, if the staff are not mentally and physically fit, they will not be able to provide a sufficient level of service to the inmates. The physical condition of the facility is an important part of those efforts, to provide a safe and healthy work environment. Better break rooms, outdoor areas, locker rooms, and gyms for staff are amenities necessary for maintaining mental and physical health.

Best Practices

The working group heard from the architecture firm HDR about the Franklin County Correctional Center in Ohio. HDR highlighted several modern design elements implemented to benefit inmates' mental and physical health. In the Franklin County facility, housing units are organized so that individuals with similar behaviors and treatment plans are grouped together, allowing for more efficient use of resources. There are therapeutic communities staffed by mental health professionals, and restoration/resource centers within the facility that provide wrap around services for "warm handoffs" when releasing inmates. An emphasis was placed on incorporating a trauma-informed design, that aims to create more balanced, needs based approach into the facility that considers the traumatic experiences of the groups served in the correctional facility. An example of this is the use of "blue rooms" that serve as solitary, calming spaces for inmates who are having crises (illustrated in Figure 9), as opposed to the typical solitary confinement cells used at JSO's facility. This is one way to reduce adverse stimuli and environmental stresses.

Reducing Anxiety and Stress

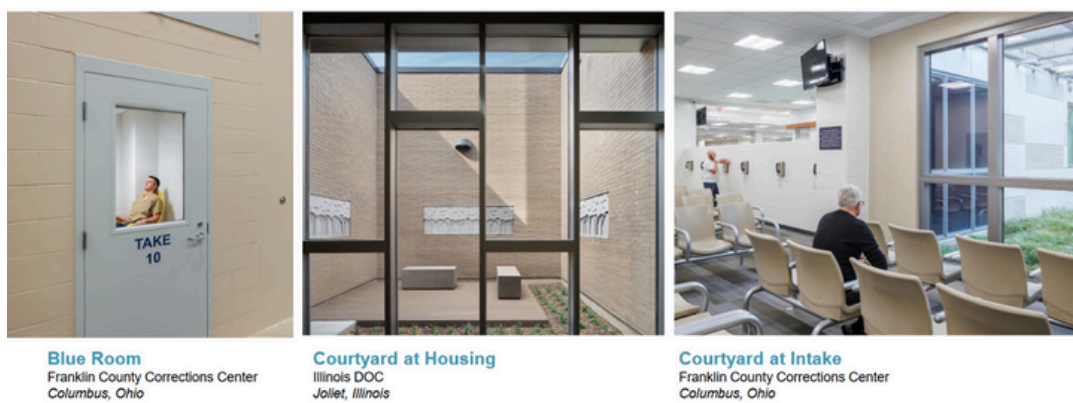


Figure 9: Anxiety and stress reducing design features.

Mr. James Washington, Manager of Business Operations with JPS Health Network in Dallas, shared his experiences and best practices of healthcare delivery for inmates in facilities in Texas. One of the most interesting practices was the use of medical bracelets to track an inmate's vitals and alerts medical staff if the inmate is having a health problem. This allows for a timely response to healthcare needs and ongoing monitoring and prevention opportunities for the health of the inmate. The facility is also working on providing tablets to inmates for virtual visitations and to be used for personal development, including job seeking or continuing education.

Additional resources were discussed, including a number of organizations and nonprofits that specialize in guiding correctional facilities toward healthier practices and comprehensive healthcare provision. One such organization is the National Commission on Correctional Health Care (NCCHC), which is a part of the National Institute of Corrections (NIC), a federal agency. The mission of the NCCHC is to improve the quality of health care in jails, prisons, and juvenile confinement facilities. The NCCHC establishes standards for health services in correctional facilities, produces resource publications, conducts educational conferences, and offers certifications for correctional health professionals as well as accreditation for institutions that meet its standards. Consulting these services from the NCCHC will provide additional insight into best practices for detention facilities to improve healthcare provision and outcomes for inmates and staff.

Recommendations

The new jail must be a holistic facility. That is, it must be designed to care for the mental, physical, and spiritual needs of both inmates and staff. An infirmary, with the appropriate array of diagnostic equipment, should be included in a new facility to adequately treat more serious medical issues, and satellite clinics or healthcare areas should be located throughout the facility for more immediate response to minor issues to ensure they do not become critical. Recommendations by the current healthcare provider, NaphCare, were discussed and included things like wider hallways to accommodate stretchers, multiple exam rooms, and more secured storage space for medicine and medical records. Coordination on the design of an infirmary will be an important part of the planning process for the new facility.

Given the nature of their work, it is inevitable that staff will witness traumatic and distressing events while in the facility. There must be access to mental health counseling for individuals who have had to endure such events. Furthermore, there should be a proactive approach to maintaining mental and physical health, best achieved by having frequent and thorough wellness checks and providing wellness programs and initiatives for the benefit of both staff and inmates. Many programs and initiatives come through partnerships with organizations throughout the community that specialize in working with vulnerable populations and providing various mental health, drug addiction, and counseling services. These programs should have dedicated space in a new facility with reserved resources and staff. Additionally, after learning about the principles of trauma informed design, working group members recognize the value of incorporating some of these elements into a new facility to provide a conducive, calming environment for both inmates and staff.

The inclusion of multi-purpose rooms in the new facility is an important aspect to accommodating the physical, mental, and spiritual needs of the inmates and staff. The multi-purpose rooms would provide versatile areas for counseling sessions, worship and spiritual activities, medical screenings, and other programs dedicated to the holistic wellbeing of the inmates and staff.

HOUSING AND CUSTODY

- Chair: City Council Member Chris Miller
- Asst. Chief Adrian L. O’Neal, PDF Custody and Housing, JSO
- Dan Lee: LEED AP, Director of Preconstruction, Perry McCall Construction

Overview/Purpose

Over the course of five meetings this working group focused on the housing of inmates, including the overall system in place at the facility and its design. Special evaluation of the varying needs of detainees housed at the Pre-Trial Detention Facility (PTDF) is an essential part of this process. The PTDF contains a variety of individuals, who are each assigned a classification depending on factors such as the crime committed as well as personal factors such as the defendant’s age, sex, and mental stability (See Figure 10). Because of this, housing and inmate amenities are complex and a constant challenge, as inmates are separated into different floors and dorms depending on their classification. The needs of every classification, and each individual, vary significantly. The PTDF employees are constantly working and adapting to provide the best care, safety, and containment for these variations. The design of the facility can either hinder or help these efforts. The process of this working group’s review of the PTDF housing and custody features and practices should result in the design of a more modern, and efficient facility that provides improved housing and accommodation for inmates and a safer, more positive working environment for staff.

Cell/ Dormitory Classifications			
While in the pre-trial detention facility, defendants are separated into various Cell/Dormitory Classifications (State time or County time will also determine the area).			
Medium General Population	Male Adult	Maximum Mental Health/ Isolation	Male Adult
Medium General Population	Female Adult	Maximum Mental Health/ Close Supervision	Male Adult
Maximum General Population	Male Adult	Medical	Male Adult
Maximum General Population & State Sentenced	Female Adult	Detox	Male Adult
Maximum State Sentenced	Male Adult	Medium County Sentenced	Female Adult
Maximum Administrative Confinement/ Isolation	Male Adult	County Sentenced	Male Adult
Maximum Confinement	Male Adult	Trustees	--
Maximum Confinement	Female Adult	Maximum	Male Juvenile
Maximum Mental Health/ Close Supervision	Female Adult	Maximum Lockdown	Male Juvenile

Figure 10: PTDF Classification Categories

Findings

The Housing and Custody working group convened meetings with various experts and partners to evaluate the current facility and propose solutions for integration into a new facility. Over time, the PTDF has undergone adaptations to accommodate evolving needs and maintain its capacity to house all classifications of inmates. However, these adjustments have brought forth their challenges. For instance, while using portable bed units has expanded the facility's capacity, it has also introduced security risks, necessitating some inmates to sleep in common areas.

The overcrowding within the facility significantly impedes efforts to deliver numerous services and programs aimed at inmate education and rehabilitation. Lieutenant Michelle Fletcher, Head of Inmate Programs within JSO's Corrections Department, highlighted the obstacles faced by educational and mental health treatment programs due to a shortage of classrooms and the lack of an internet network system accessible to inmates for educational purposes. These educational programs and other inmate services play a vital role in reducing recidivism rates among inmates.

Mental illness often underpins arrests, yet the PTDF struggles to provide mentally ill inmates with the necessary attention and care. Limited space, resources, and qualified personnel impede the delivery of educational programs and mental health treatment. Furthermore, restricted recreation and visitation times exacerbate the emotional strain on inmates.

The current facility also needs help with infrastructure challenges, including shortages of staff lockers, locker room flooding, inadequate showers, and outdated plumbing systems. Current procedures require maintenance staff to enter cells, creating safety vulnerabilities such as the risk for inmates to access tools. The overall lack of space at the PTDF directly impacts the housing of inmates. The lack of usable space is evident through the use of portable beds in common areas, further highlighting the PTDF's inability to deliver services for its inmates. As mentioned above, these services include inmate education, rehabilitation, specialized mental health care, and other services that impact the likelihood of an inmate reoffending upon release.

For instance, while adding permanent beds to cells and using portable bed units has expanded the facility's capacity, it has also introduced security risks, necessitating some inmates to sleep in common areas.

Best Practices

As new approaches to corrections are explored nationwide, there has been a shift towards more outcomes-based strategies that emphasize education and rehabilitation of inmates, a change from the traditional school of thought that jails should exist simply for punitive purposes. Detention facilities that are built with modern and innovative design features that prioritize educating and rehabilitating inmates have shown to release more productive inmates into society, who are less likely to reoffend. Innovative design elements include programs and services that reduce stress on detainees and staff, promote mental wellbeing and nonviolence, and provide education and rehabilitation for inmates.

Building the proper infrastructure for support services is often overlooked during the planning stage. Food preparation, kitchen, plumbing, recreation areas, visitation areas, classrooms, showers, parking, HVAC systems, and more all impact how the staff are able to house the inmates and provide basic services. Each part of the facility works together to provide a system of care for the inmates and a thoughtful review of each of these elements is needed during the design process.

Designing facilities with these goals can be a challenge because, by their very nature, jails are built to be hardened facilities in order to maintain security and prevent degradation resulting from inmate actions. However, from tours of other facilities such as the Franklin County Correctional Center in Columbus, Ohio, and the Downtown Detention Center in Nashville, Tennessee, the working groups have seen that not only is it possible to incorporate innovative designs, but that these designs do produce positive outcomes, and result in a significant cost savings for taxpayers.

Recommendations

After evaluating a variety of building styles, the working group identified that a campus style facility provides the best layout for the needs identified. Considering that Jacksonville's population is projected to grow by 3% annually over the next decade, it can be inferred that the number of inmates will likely increase. A new PTDF will need to be built in such a way that it can be expanded to meet future needs.

At the recommendation of JSO, a new facility should be built with these additional design features:

- Ensure adequate and appropriately designed recreational spaces to promote physical activity, mental well-being, and social interaction among inmates.
- Implement a modern plumbing system that allows for maintenance without entering the cell, prevents intentional flooding by inmates, and minimizes the risk of inmates passing information or materials between cells through the plumbing system.
- No dorms larger than 12 cells, housing 24–36 inmates total, to ensure manageable living conditions and promote safety.
- Consideration of a separate building for mental health inmates, with a step-down protocol, to provide specialized care and support tailored to their needs.
- Incorporation of maintenance protocols that allow for servicing cells without the need to enter them, enhancing safety for both staff and inmates.
- Provision of adequate space for inmates to meet with their attorneys, both virtually and in-person, to reduce unnecessary inmate movement and streamline legal proceedings.
- Implementation of cell drainage and flood prevention measures to mitigate the risk of intentional acts by inmates and ensure facility safety.
- Integration of multipurpose rooms that can be flexibly used for classrooms or service rooms, maximizing space efficiency, and facilitating various inmate programs.
- The creation of an inmate specific internet network to have access to educational resources and classes. For security purposes inmates cannot share the same network as JSO.
- Upgrading inmate hygiene equipment, such as showers, to improve sanitation and overall living conditions within the facility.

These recommendations prioritize safety, efficiency, and inmate well-being, aligning with the goals of improving the housing and custody environment at the PTDF.

According to 2024 Florida Model Jail Standards:

- **Single cells should contain a minimum of 63 square feet of floor space**
- **Multiple occupancy cells should contain a minimum of 40 square feet of floor space per inmate in the sleeping area.**
- **Dormitory housing units should contain a minimum of 75 square feet of floor space per inmate, including both sleeping and day room areas.**
 - **Inmates who are allowed out of their unit for a minimum of eight hours a day may be housed in areas designated with a minimum of 70 square foot of floor space per inmate.**

ADJUDICATION, INTAKE, AND RECIDIVISM

- Chair: City Council Member Jimmy Peluso
- Co-Chair: Charlie Cofer, Public Defender's Office
- Reggie Fullwood (Former Representative), Operation New Hope
- Chief Kina Paschal, Programs & Transitional Services, JSO
- Moné Holder, Florida Rising
- Coral Messina, State Attorney's Office, 4th Judicial Circuit
- David Kilcrease, MHOP Court Coordinator

Overview/Purpose

When an individual is arrested in Jacksonville, they enter a criminal justice system comprised of various facilities and processes that are aimed at eventually releasing a capable, rehabilitated individual into society. For most offenders, this process will take place entirely within Duval County, in the facilities maintained and operated by JSO. The purpose of the Adjudication, Intake, and Recidivism (AIR) working group is to study the existing facilities involved in this process and explore how their designs and layout can be made more efficient.

The AIR working group held nine meetings over the course of their investigative process and toured the PTDF, the MCC, the County Courthouse, and the Davidson County Correctional Facilities in Nashville, Tennessee. The AIR working group's area of focus differs a bit from the other working groups, in that the focus was more on the process and experience an arrested individual has from their initial arrest to eventual release. While there was still discussion on how the design and layout of a facility impacts this process, the working group also heard predominantly from subject matter experts who specialize in programs and services to decrease recidivism. Some of these programs and services require a facility that was intentionally designed to utilize them. The goal is that by designing a more modern, comprehensive, outcomes-driven facility, the overall experience of inmates will make them less likely to reoffend and more likely to be productive members of society.

The goal is that by designing a more modern, comprehensive, outcomes-driven facility, the overall experience of inmates will make them less likely to reoffend and more likely to be productive members of society.

Findings

Intake Process

The entire intake process typically takes approximately two to three hours, but is extremely important as it introduces the detainee to the justice system, begins a complex adjudication process, and influences the individual's outcome (See Figure 11).

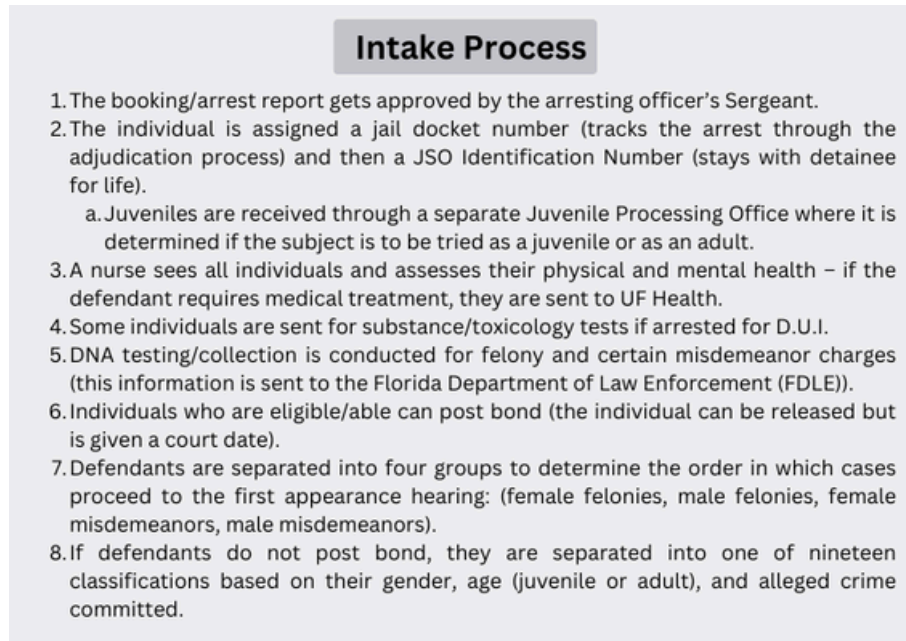


Figure 11: PTDF Intake Process

In an analysis conducted during Sheriff John Rutherford's term (2003–2015), the estimated cost incurred by JSO from making an arrest to the inmate's first appearance hearing was \$850 per arrest, and this cost is likely significantly higher today. The intake of the defendant takes place at the John E. Goode Pre-Trial Detention Facility (PTDF). Individuals are divided into different classifications (as detailed in Figure 10, on page 20). Juveniles are received through the Juvenile Processing Office, separate from the intake of adults. Unless they are to be tried as an adult, they are sent to a separate Juvenile Detention Facility (located on 8th Street in downtown Jacksonville) for detention until they are released.

If a defendant requires serious attention for physical health, they are transported to UF Health's Downtown campus. If an inmate is suspected of suffering mental or behavioral health issues, they are further evaluated by a mental or behavioral health physician within 24 hours. The PTDF attempts to house inmates with mental health issues separately, but due to overcrowding, separate housing is not always feasible. Inmates who are determined to suffer from a mental illness are housed and adjudicated separately.

Another critical challenge is the reliance on paper documents, hindering the seamless flow of information between the State's Attorney's Office, client attorneys, the Public Defender's Office, and the Clerk of Courts. This reliance often necessitates the physical transfer of documents with inmates to and from the courthouse, leading to delays in case filings, and court proceedings.

Mental Health

Mental health is a recurring and major issue in the criminal justice system and a strong contributor in the ability to improve the recidivism rate. Individuals with mental illnesses stay in jail eight times longer and cost JSO seven times more than individuals without a mental illness. The Mental Health Offender Program (MHOP) is managed by the Sulzbacher Center and diverts mentally ill arrestees away from traditional detention and adjudication and places them in a specialized treatment program. Defendants who complete the program may have their cases dismissed by a judge. It has proven to be a successful program with impressive outcomes and has received an increase in funding and support since its creation. However, the MHOP program needs to be expanded. The Sulzbacher Center has identified roughly 800 individuals within the PTDF that could benefit from the MHOP services. The true number is likely higher.

Adjudication

Adjudication, the process of settling a legal case through the court or justice system, presents significant challenges for inmates in Duval County due to outdated processes, facility design elements, and equipment deficiencies. Insights gathered from judges, the Public Defender's Office, the State Attorney's Office, and the Clerk of the Courts, highlighted several of the issues plaguing this process.

The initial encounter with the court system occurs during an inmate's first appearance hearing, conducted twice daily, 365 days a year. At these hearings, judges review recommended charges, can resolve misdemeanor cases, determine bail amounts, and set court dates. However, unresolved cases result in inmates remaining in custody at the PTDF. There are three rooms that are essential for first appearance hearings: J1, J2, and Courtroom 501. The J1 room is where the virtual first hearing proceedings occur, and all first hearing defendants will be in this room at least once; the J2 room is a space for observers and members of the public for first hearing proceedings (both are located within the PTDF); and Courtroom 501 is in the Duval County Courthouse and is the space for in-person hearings. Additionally, the absence of digital meeting equipment impedes attorney-client communications, requiring attorneys to visit the PTDF for meetings, resulting in additional time needed, increased inmate movement, and transportation demands.

Furthermore, with the court system policy, in Duval County, of only accepting cashier's checks presents challenges for inmates attempting to post bail or pay associated fees, particularly on weekends and holidays. This constraint often prolongs inmates' stay at the PTDF despite the availability of funds for release.

Lastly, the use of paper documents further impacts the adjudication process, leading to delays in case resolution, court proceedings, and an inmate release from the facility (which can take up to six to eight hours). All of these issues result in the unnecessary expenditure of taxpayer dollars.

Best Practices

The quality, design, and layout of a facility can improve efficiency in the criminal justice process, enhance the safety and wellbeing of staff and inmates, and increase staff retention. The quality of these services has a direct effect on the likelihood that inmates will reoffend, or the potential for them to reenter society as capable and contributing citizens. Recidivism increases the burden faced by the justice system and its facilities, as well as society. During its investigative process, the working group identified several best practices from subject matter experts and other facilities toured.

The architecture firm HDR shared with the working group some of the key design elements and practices in use at the Franklin County Corrections Center (FCCC), which is currently in development in Columbus, OH. The FCCC is designed to accommodate 30,000+ admissions per year, with embedded medical, mental health, pretrial services, and records staff. The new FCCC features several design elements that would be improvements for JSO's jail and the MCC.

A new PTDF should incorporate trauma informed design elements akin to those observed at facilities such as the Davidson County Downtown Detention Center (Nashville, TN) and the Franklin County Correctional Center (Columbus, OH). These facilities prioritize the mental and physical health of both inmates and staff through purposeful design strategies aimed at alleviating stress. These strategies include open and spacious intake areas, the use of calming colors and natural light, and the implementation of a hospital-style ambiance in designated areas, offering specialized treatment options for mentally ill inmates. The Holistic Facilities working group also reviewed these design principles and agree these should be considered in the design of a new facility.

Addressing Mental Health

The working group heard a presentation from Ms. Cindy Schwartz on the "Miami Model." This is a diversion program designed specifically for people with mental illnesses, diverting them away from the criminal justice system and into community-based treatment and services. Researchers found that 64% of inmates in local jails in Broward County suffered from a behavioral health condition, and 15% had been diagnosed with severe mental illnesses such as schizophrenia or bipolar disorder. The program used in Miami is guided by the "Sequential Intercept Model," which serves as a conceptual model to inform local governments on how to handle individuals with mental and substance use disorders in the criminal justice system. It has been shown to be highly effective, and Miami has seen significant positive outcomes.

Civil Citation Programs

During one of the working group meetings, Mr. Mark Fontaine, Senior Consultant, and Mr. Tom Olk, Founder, the Civil Citation Diversion and Deflection Network, presented alternative methods for handling offenders. Their program is aimed at preventing individuals arrested for minor misdemeanors from being entered into the criminal justice system.

The Civil Citation Program is authorized by FL Statute 901.41, which allows and encourages local governments to set up diversion programs. Civil Citations are used for low-level, non-violent offenses, and other misdemeanor charges agreed upon by the local jurisdiction. With a civil citation program in place, the arresting officer is given the discretion to issue a citation or make an arrest. Because of this, it is important that officers receive proper training, guidance, and encouragement for issuing citations. Individuals must fit a certain criterion to be eligible for deflection and must fulfill community service or court-ordered obligations. Diversion programs are typically completed within 90 days of the issuance of a civil citation or the diversion order from a judge.

Benefits for offenders:

- Avoidance of arrest record if program completed
- No arrest/jail booking experience
- Opportunities to address behavioral health and other needs
- Early intervention
- Educational opportunities

Benefits for law enforcement:

- Avoidance of arrest attempt that could result in violence
- Less impact/strain on jails and justice system
- Promotes positive perceptions of police/community relations
- Less time processing arrests; more time policing

Benefits for Political and Community Leaders:

- Builds trust and cooperation with local community
- Better crime control and reduction; lower recidivism
- Long-term success easily recorded and reviewed
- Cost savings

The Civil Citation Diversion and Deflection program has shown proven success in Leon County.

- In Leon County, 1,300 participants over four years
- Roughly 83% success rate across all categories of offense
- Equitable. Success rates roughly the same across all demographics

Recommendations

Intake

In order to make the intake process more efficient and safer for staff:

- A larger sally port and receiving area inside the facility are needed to ease the intake process
- The intake area should be an enclosed, climate-controlled, hospital-style waiting room and have separate stations for each step of the intake process
 - Inmates currently have to go through the intake process in a chronological order
 - A hospital-style waiting room would allow them to complete each required task (such as item collection, identification verification, JSO number assignment, etc.) as they become available
 - This should greatly reduce bottleneck during the intake process
- More surveillance cameras, emergency buttons, and speaker boxes are needed
- Protective measures to make administrative staff in intake area less vulnerable
- Officers need to have an advanced software system that assists them in determining which of the nineteen different custodial classifications applies for each inmate
- The use of paperwork should be replaced (to as much of an extent as possible) with a robust software system to allow digital forms and information to flow from the Pre-trial Detention facility to the Clerk of Courts, State Attorney's Office, Judges, JSO Administration, and Public Defender's Office

Mental and Physical Health

A top priority when planning or designing a new facility should be identifying design elements that will reduce stress on inmates, and staff and promote better mental and physical health. The AIR working group emphasizes that more attention should be given to treating the mentally ill and diverting them from jail or back on the streets without support.

To care for physically and mentally ill detainees, a new detention facility should have the following:

- An infirmary within the PTDF or connected as a satellite building
- A larger medical screening area during intake
- Designated spaces for inmates to safely detoxify
- More isolation cells designed to provide relief to these inmates
- A Behavioral Unit and Mental Health Resource Center similar to the Davidson County Downtown Detention Center
- More qualified mental health professionals within the staff
- At least one mental health professional on duty 24/7 at the PTDF
- A less intimidating interior design with more natural light and calming colors
- More 'open' spaces to reduce the feeling of claustrophobia or being constrained
- More open-air access such as for recreational periods
- More available phones and tablets for inmates to contact family, attorneys, or external mental health specialists
- Corrections officers dressed with medically appropriate attire

Adjudication

Based on the findings regarding challenges in the adjudication process, the following recommendations are proposed to address the identified issues:

- **Electronic Transfer of Inmate Records:** Establishing a comprehensive system for the electronic transfer of inmate records among relevant entities is essential. This system would enable seamless sharing of information between the State's Attorney's Office, client attorneys, the Public Defender's Office, and the Clerk of Courts. Implementing electronic record transfer would eliminate the reliance on paper documents, reducing delays in case resolution, court proceedings, and inmate release. Moreover, it would enhance communication and collaboration among key stakeholders, leading to a more efficient adjudication process.
- **Acceptance of Digital Bail Payments:** The Clerk of Courts should implement a system to accept digital bail payments. This would streamline the release process for defendants after their first appearance hearings, reducing overcrowding in jails and facilitating timely access to attorneys.
- **Enhanced Communication Capabilities:** Updating the communication capabilities within the current PTDF and future facilities is a crucial need. Provisions need to be made for additional polycom units for the Public Defender's Office to conduct attorney/client meetings. Separate video conferencing units will be needed to accommodate remote proceedings for the courts, for diversion court usage and mental health evaluations, and to accommodate attorney/client video conferences by Regional Conflict Counsel and private attorneys. Polycom units and other attorney/client video conferencing units need to be physically placed near the housing areas in order to reduce the "wait time" for clients to respond to the units. Additionally, the development of virtual communication options would reduce the need for transporting inmates to and from various facilities, streamlining the adjudication process and alleviating the burden on transportation resources.
- **Confidential Appointment Spaces:** An important design feature of a new PTDF should allocate dedicated spaces where inmates can have confidential appointments with their attorneys. This would minimize the need for transporting inmates between facilities for meetings, thereby optimizing resources and reducing logistical challenges.

These recommendations aim to address the identified hurdles in the adjudication process, promoting efficiency, accessibility, and fairness within the criminal justice system.

Release and Continuing Care Services

The new Pre-Trial Detention Facility (PTDF) should incorporate a Release Unit and Transition Center into its design, modeled after facilities such as the Davidson County Downtown Detention Center. This center will serve as a critical resource hub for recently released inmates, offering connections to essential services and support before they depart. While JSO should collaborate with supporting agencies to determine the specific needs of this unit and maintain this area, the transition center's intent is to be staffed with mental health professionals and representatives from community organizations dedicated to facilitating inmates' successful reintegration into society.

These services may include assistance with substance use treatment, mental health resources, employment assistance, housing assistance, food assistance, and other essential needs. Lastly, to ensure accessibility, the new facility must be strategically located with immediate access to a Jacksonville Transportation Authority bus route. This transportation link will enable released inmates to return home or access essential support services and facilities seamlessly.

Diversion Programs

The 4th Judicial Circuit and JSO do not operate a Civil Citation Program. However, they offer a Notice to Appear, which appears as an arrest on an individual's record. Instead of being taken to jail for formal proceedings, individuals are required to report directly to the courthouse for a scheduled court hearing. In contrast, in a Civil Citation Program, the encounter with the judicial system is not placed on the individual's permanent record. A Civil Citation Program presents a unique opportunity for JSO and the State Attorney's Office to reduce the number of individuals with criminal records, which can often have lifelong implications, while still providing corrective and punitive actions. Moreover, implementing such a program could alleviate the strain on the capacity of the PTFD.

For the program to succeed, it requires a partnership and cooperation between JSO, the State Attorney's Office, and their stakeholders. Key steps in establishing the program include:

1. **Reviewing Florida Statute 901.41:** This will provide an understanding of the capabilities of pre-arrest diversion programs and guide the development of the Adult Civil Citation Program.
2. **Determining Costs and Fee Structure:** A cost analysis should be conducted to determine the financial requirements of the program. A fee structure should be implemented to recoup these costs, to be paid by participants.
3. **Establishing Eligibility Criteria:** A list of acceptable misdemeanors that qualify for the program should be established. Additionally, punitive requirements, such as community service, substance use treatment programs, or behavioral health courses, should be assigned to each qualifying offense.
4. **Developing Program Documentation:** Appropriate paperwork and participant tracking mechanisms need to be developed to ensure efficient program administration and monitoring.
5. **Training for JSO Officers:** JSO officers should receive comprehensive training and information about the program and its implementation. Officers should understand the program's objectives, eligibility criteria, and procedures, as it will be their discretion to utilize the program.

By following these steps, JSO and the State Attorney's Office can establish an effective Adult Civil Citation Program that benefits both individuals facing misdemeanor charges and the criminal justice system as a whole.

COLLECTIVE FINDINGS AND RECOMMENDATIONS

General Recommendations

There is a consensus among the working groups that the Police Memorial Building (PMB) and the Pre-Trial Detention Facility (PTDF) are nearing the end of their effective lives and require special attention. Both facilities suffer from a lack of space, with infrastructure systems in need of repairs, and outdated technologies. The combination of both facilities suffering from a multitude of issues is inhibiting JSO's ability to carry out its patrolling and correctional duties. Thus, it is creating inefficiencies within the criminal justice system, and is causing the expenditure of taxpayer dollars that could be better spent to improve outcomes for those in the criminal justice system.

The culture of incarceration has changed significantly since the PTDF was originally built. Jails and prisons are no longer viewed simply as means for solely detaining and punishing offenders. The growing view among the public is that correctional facilities in the United States should make it a priority to treat and rehabilitate inmates, as most detainees will eventually be released into society. Correctional facilities are costly to maintain, and inmates are costly to house. These costs ultimately fall on taxpayers. By diverting certain individuals away from correctional facilities and into treatment facilities, local communities can decrease crime rates, recidivism, and ultimately costs to taxpayers.

Overall, across the five working groups, three common themes have emerged:

- Building an outcomes-based facility,
- Acknowledgment of the changing culture of incarceration, including the importance of trauma informed design, and
- Establish a structure (the Blue-Ribbon committee model) that will come together for the duration of the planning, design and build of the new JSO facility.

John E. Goode Pre-Trial Detention Facility

A culmination of findings from the working groups concludes that a new PTDF must be an 'outcome-driven facility' that incorporates features, services, and practices that do more than just detain inmates, thus recognizing the changing nature of incarceration. When designing a new facility, planners must account for anticipated growth to ensure that the facility meets future needs. A thoughtful design with ample resources for staff will likely reduce JSO's struggle to recruit and retain corrections staff. Elements of trauma informed design should be incorporated, and there should be significant effort to prioritize implementation of functional best practices found in similar facilities studied during this process.

To decrease recidivism and promote public safety, efforts must be made to rehabilitate and educate inmates before they reenter the community. This is an essential characteristic of an outcome-driven facility. Programs and services devoted to helping inmates—especially those who are mentally ill—must be improved and given more funding. When a new facility is built, these services should be prioritized.

Facility Layout and Location Needs

The most suitable facility layout design would adopt a low-rise structure in a campus-style arrangement, ideally limited to a maximum of two floors. This layout offers flexibility for future expansions or right sizing and minimizes the reliance on elevators. The campus layout also allows for flexibility in housing different inmate classifications, such as women or juveniles. This ensures that if there's a sudden influx of these populations, the facility and JSO can adapt to accommodate them with the appropriate security measures.

Moreover, the chosen location must provide ample space for potential expansion while considering Jacksonville's susceptibility to flooding. Selecting a site close to downtown but not the immediate downtown area is crucial to balance accessibility with security and operational efficiency.

Furthermore, the location selection process should occur after the design planning phase is completed. This approach ensures that essential design features are prioritized over geographic preferences. Ultimately, the facility's design requirements should dictate its location, ensuring optimal functionality and effectiveness.

Maintenance and Repair Needs

To ensure that a new facility has a resilient infrastructure, JSO and COJ should consider and explore how maintenance will be carried out. It is important to have designated maintenance areas preventing the need for maintenance staff to enter cells. In the design of the new facility, it needs to be ensured that pipe chases are installed where maintenance can be conducted from the outside of the building to not disturb daily functions when possible.

Additionally, attention must be given to all amenities and systems that will be needed for inmates and staff, even those that seem insignificant. Services that are essential for day-to-day operations, such as kitchens, restrooms, locker rooms, and laundry areas are often overlooked, leading to excessive costs for repairs or retrofits. To accommodate ongoing maintenance, at least one maintenance technician will need to be on duty at all times.

Housing & Custody

During the planning of a new PTDF, services such as food preparation, plumbing, recreational areas, classrooms, and other amenities for staff and inmates cannot be overlooked. A new facility should contain dorms with no more than thirty-six inmates per dorm. Building a low-rise, campus-style facility will allow for separate buildings for mental health inmates, juveniles, and a dedicated infirmary unit—all with immediate access to a central facility for administrative, intake, and release purposes. There should be separate housing for new arrivals who have not yet been arraigned. Elevators generally cause delays with moving inmates and are prone to technical failure. Using a low-rise design, JSO should be able to avoid the need for numerous elevators in the facility.

Great attention should also be given to the “housing” needs of staff as many of them work long shifts or overnight. A new facility should have at least 40 more lockers for male staff and 60 more for female staff. Since current staffing levels are low, the design should account for the fact that JSO will try to increase staff size at the new facility. More amenities for staff, as well as a calmer working environment, should help JSO to recruit and retain more staff.

Healthcare

The PTDF is the largest mental health receiving facility in Duval County. Given the high rates of mental illness among individuals within the criminal justice system, special attention needs to be given to the treatment and care of mentally ill or substance-addicted inmates held within a future facility. Corrections officers are not necessarily trained to provide the proper care for these inmates, or to deescalate stressful scenarios. Because of this, there must be an adequate staff of mental health professionals with appropriate resources available around the clock at the new facility.

Compensation for UF Health for their indigent care services costs the City of Jacksonville approximately \$40,000,000 a year. \$13,812,032 (29%) of this sum went to indigent care services that UF Health provided for PTDF inmates. In addition to this, JSO spent \$6,100,000 for secure transportation of inmates to and from the UF Health facility. For in-house health services at the PTDF, JSO paid its private third-part contractor, NaphCare, about \$21,000,000.

A dedicated infirmary, with an array of diagnostic equipment, included within or attached to the PTDF is a must for a new facility. Having an infirmary that is immediately accessible will improve outcomes for inmates who are ill or injured, and will eliminate the logistical burden and financial costs that come with transporting individuals to and from the UF Health Jacksonville building north of downtown. The contracts with UF Health and NaphCare should likely be reevaluated as part of the planning process.

Technology & Systems

The infrastructure, technology, and systems within a new PTDF will play a crucial role in ensuring the safety of staff, inmates, and the public. Modern technological systems should be prioritized to enhance efficiency, particularly in areas such as intake where reliance on physical paperwork can lead to delays and errors. Implementing software solutions for the intake process can streamline procedures and minimize the potential for human error, thereby improving overall efficiency.

Additionally, a software system for inmate classification is essential to ensure that inmates are housed appropriately based on their classification. Because some classifications of inmates are more common than others, this should be taken into consideration when determining the size of the housing units for each classification.

Furthermore, there is a need for seamless electronic transfer of inmate records among key stakeholders such as JSO, the Clerk of Courts, the State Attorney's Office, and the Public Defender's Office. Developing or acquiring software that facilitates the exchange of documents can significantly improve the efficiency of the criminal justice system in Duval County, ultimately leading to cost savings for taxpayers.

In terms of facility systems, modernizing elevators, camera surveillance, and cell door locks is imperative to enable corrections officers and staff to effectively monitor inmates and navigate the facility. Upgrading cell door locks to operate with key cards and emergency release features can enhance security and streamline access control. Additionally, strategically placed surveillance cameras throughout the facility can provide comprehensive coverage, allowing for remote monitoring of inmates from guard stations and reducing the need for constant physical presence.

Inmate Services & Programs

With the prevalence of mental illness and substance use disorder among the PTDF's inmate population, more funding and support needs to be given to special programs and treatment services that help inmates to overcome addiction, access mental healthcare services, and prepare for reentry to society. These programs should also serve to provide education to inmates, especially those who have not obtained a high school diploma or General Education Development (GED) Certificate. Rehabilitation, treatment, and release programs should be staffed primarily with mental health professionals and educators and be connected to external support programs that will be prepared to receive inmates upon their release. In a new facility, these programs should be allotted more classroom-style space, sufficient technologies, and reliable internet access, and should have more professional staff than currently available at the PTDF.

Americans with Disabilities Act (ADA) Features:

To provide appropriate services to inmates with disabilities, a new facility must incorporate specific features. These include technology that enables inmates with sight and hearing impairments to communicate with their attorneys and visit with family or friends during visitation sessions. Additionally, ADA-compliant signage and Braille features should be installed to help inmates navigate the facility.

These ADA features should also be included in the facility's public areas to assist visitors. This can include additional handicapped parking spaces, ADA-compliant signage, and communication equipment to facilitate interaction between family and friends and incarcerated individuals.

Ancillary Facilities

A jail facility has a series of ancillary facilities that support the jail's primary operations. Often, these ancillary facilities must be overbuilt initially to accommodate future expansion. Overbuilding these facilities upfront is cost-effective, as it avoids the higher costs of renovating and expanding these areas later. Having an abundance of these spaces also assists the jail in its operations without negatively impacting functionality. Considering future expansion and "right-sizing," the ancillary facilities that need to be built in abundance include but are not limited to, infirmaries, clinics, kitchens, laundry rooms, inmate hygiene spaces, and impound and evidence storage areas.

During the Special Committee's investigative process, it became apparent that one of the most overlooked spaces in other facilities recently built across the country is the space for impounding and evidence storage. Due to the adjudication process, which often includes lengthy trials and appeals, impound lots and evidence storage areas frequently become overburdened. Additionally, evidence storage areas must accommodate a variety of physical evidence that requires specialized equipment for long-term storage, such as cold storage for DNA evidence.

As a result of these challenges, JSO will need to strategically plan for an impound and evidence storage area that can accommodate tens of thousands of items and withstand the expansion and lifecycle of a new facility. The importance of these areas cannot be understated, as they can significantly impact the adjudication process.

NEXT STEPS

While the Special Committee has completed a lengthy and commendable fact-finding process and compiled a comprehensive list of recommendations, there is still a tremendous amount of work ahead for the Mayor's Office, the City Council, the Jacksonville Sheriff's Office, and other principal stakeholders. In hearing from subject matter experts, there are many steps to complete in the multi-year process to plan, design and build a new detention facility. General steps include:

- Determine the appropriate procurement method that would provide the most benefit to the City for a project of this scale, which also includes the planning phase.
- Determine estimated budget and timeframe.
- Secure consulting firms to assist with site selection and public outreach.
- Determine the best design for the new Pre-Trial Detention Facility.
- For the JSO administrative offices, COJ and JSO will need to assemble a project design team to assist JSO with designing and conducting the renovation or conversion of the new location's existing office space so that it can best serve JSO's needs.
- Establish a timetable for the completion of this work.

Asset Mapping of Partnerships

Establishing a comprehensive list and a commitment from partners to provide support to individuals within the criminal justice system is crucial for facilitating connections to services aimed at reducing recidivism rates. Making this list readily accessible will enhance the concept of warm handoffs, ensuring seamless transitions of individuals to necessary services. This approach is key to improving effectiveness and participation in programs aimed at rehabilitation.

Due to this issue's complexity, establishing a Blue-Ribbon Committee to oversee this project from beginning to end is a reasonable approach. This Committee would draw from the partnerships identified and would be considered the principal stakeholders in the process. Members may include, but not be limited, to representatives from the Mayor's Office, City Council, JSO, 4th Judicial Circuit, City's Engineering Department, Gateway Community Services, the Sulzbacher Center, the Northeast Florida Builders Association, the School District, UF Health and NaphCare. They will represent this project's various facets and interests and ensure continuity across the multi-year timeline for the prudent use of taxpayer dollars.

Once formed, this Blue-Ribbon Committee will oversee and manage the planning, design and construction of the new jail and ensure transparency and accountability throughout the process. Ideally, the Blue-Ribbon Committee would be formed before the City's Fiscal Year 24-25 budget cycle to secure funding for planning and designing the new facility and ultimately, to assist with the development of a Request for Proposals to acquire the appropriate design builder.

Procurement Methods

As part of its fact-finding process, the Special Committee researched various procurement methods available to COJ for the construction of a new facility. Among the options explored, it became evident that establishing a Public-Private Partnership (P3) would offer a robust delivery method, facilitating effective risk transfer solutions to the private sector while maximizing value for taxpayers. Particularly in large, complex, and time-sensitive infrastructure projects requiring cost and schedule certainty, P3 delivery has demonstrated superior value compared to traditional methods, which often burden the public sector with significant risks.

To thoroughly examine these options and provide a recommendation to the City Council, the Special Committee engaged representatives from the Association for the Improvement of American Infrastructure. Through this collaboration, a range of acceptable methods were presented, ultimately leading to the identification of the Design-Build procurement model as the most beneficial option for the City, as opposed to the Design-Bid-Build method commonly used by public entities.

In the Design-Build model, a single fixed-fee contract is awarded for both the design and construction phases of the project. However, the responsibility for the long-term maintenance and operation of the facility remains with the project sponsor, namely the City and JSO. This collaborative approach allows for the sharing of various risks associated with a project of this magnitude, including Developmental, Completion, Lifecycle, and Funding risks.

One of the key advantages of the Design-Build procurement model is its efficiency in streamlining the process. Under this model, the Project Owner (the City) contracts a design-builder to develop building plans and oversee construction. The design-builder has the flexibility to engage design consultants and subcontractors as necessary, enabling work to occur simultaneously and accelerating the project timeline. This collaborative approach not only promotes budgetary efficiency but also mitigates overall project risk, resulting in a more cost-effective and timely delivery of the facility.

Facility Construction Timeline

The construction of a new facility for JSO is a substantial undertaking, spanning multiple phases and encompassing intricate planning and execution. It is imperative to acknowledge that this will be a long-term endeavor, punctuated by instances of unforeseen challenges. However, a strategically planned process will serve as a guiding framework to navigate these complexities and facilitate a smoother progression towards the project's completion.

During the Special Committee's exploratory phase, they sought insights from the Architects Design Group (ADG), the Center for Public Safety, HDR, and Dewberry on how the COJ should proceed in building a new facility to replace the Pre-Trial Detention Facility. The subject matter experts within these groups, who have collectively executed over 400 public safety and justice facility projects, detailed a comprehensive approach to undertake projects of this magnitude.

Phase 1: Pre-Design Planning (4-6 months duration)

In this phase, it is recommended that the City Council and JSO establish a Blue-Ribbon Committee to oversee the entire process and provide recommendations. During Phase 1, the following actions should be completed:

- Kick-off meetings
- Spatial needs assessments
- Staffing studies
- Site identification and analyses
- Community outreach
- Conceptual designs
- Develop a Final Site Master Plan that includes project schedules, budgeting, and identifies grant opportunities to assist with the facility buildout.

Lastly, a Request for Quotes should be issued to a design firm during this phase. This phase is considered the foundation of the entire process; without a successful first phase, the entire project may suffer.

Phase 2: Design of the New Facility (14-18 months duration)

This phase involves the schematic design of the facility, providing conceptual designs, evaluation considerations, cost estimates, and budget considerations, along with a construction sequencing plan. Once a conceptual design has been evaluated by the Blue-Ribbon Committee, the design will be further developed to:

- Refine materials.
- Identify security systems and IT needs.
- Determine finishing touches and furniture requirements.
- Finalize landscape designs.
- Address energy efficiency and operational costs.

Before approving the overall design, the Blue-Ribbon Committee should set performance standards that detail 30%, 60%, and 90% building completion checkpoints, and negotiate an 11-12-month post-construction services window for JSO's warranty-based changes. Once the design and evaluation standards are finalized, cost estimates will need to be updated, and site permitting will be submitted. Finally, the City will proceed with a two-month bidding process for subcontractors, executing a construction contract, and obtaining the necessary permits to commence construction.

Phase 3: Construction, Building Commissioning, and Post-Construction Services (3-year duration)

The third phase of the project completion encompasses three distinct timelines. The construction phase is the focal point of this phase, lasting eighteen to twenty-four months, during which the new facility will be constructed. Throughout this period, the Blue-Ribbon Committee will oversee construction activities through monthly or bi-monthly coordination meetings.

Upon completion of construction, the building commissioning process will commence during the first two months of the finalized buildout. JSO will conduct tests on technology systems, finalize furniture installations, and make any necessary recommendations for operational readiness.

The final component of this phase is the post-construction services window, negotiated in Phase 2, lasting 11-12 months. During this period, JSO will have the opportunity to address any issues with systems and services, ensuring optimal functionality and operational efficiency in the new facility.

JCSO METHODOLOGY CHART

PHASE I	PHASE II			PHASE III			
PRE-DESIGN PLANNING	DESIGN OF JCSO HEADQUARTERS			BIDDING	CONSTRUCTION PHASE SERVICES	BUILDING COMMISSIONING	POST-CONSTRUCTION SERVICES
4 - 6 Months	14 - 18 Months (includes reviews)			2 Months	18 - 24 Months	2 Month	11 Months
Notice to Proceed	Participatory Design Process	Design Development	Quality Control Team Review	Release for Bidding to Subcontractors	Pre-Construction Conference	Technology Integration	Warranty Inspection 11 Months after Substantial Completion with Design Team, JCSO, and CMAR
Kick Off Meeting • Review Project Scope • Review Schedule	Schematic Design	Construction Documents	Construction Documents	GMP Delivered	Commence Construction	Furniture Installation	
Spatial Needs Assessment	• Refine Site Plan • Operational Adjacency Diagrams • 3D Renderings	• Refine Materials • Select MEP Systems	• Prepare Drawings and Specifications • 30%, 60%, 90% Reviews	Construction Contract Execution	Bi-Monthly Coordination Meetings	• User Training for Systems	
Staffing Study	Schematic Review & Approval	• Constructibility Review	• Update Cost Estimate by CMAR	Monitor Permit Applications / Acquire Permits Necessary to Start Construction	Monitor Construction Activities		
Site Candidate Identification / Engage Real Estate Consultant	• Conceptual Plans: Refined	• Security Systems	• Submit for Site Permitting		• Contract Documents Compliance	Construction Close-Out	
Site Analysis	• Elevations / Materials	• Finishes / Furnishing	• Value Management		• Schedule Compliance	• Ensure "Punch List" Completion	
• Evaluation of Existing JCSO Buildings	• Cost Estimate / Budget	• Value Engineering / Management	• Owner Review		• Compliance with Schedule of Values	• Obtain Materials & Systems Warranties	
• Vehicle Access / Egress	• Feedback from Community and Stakeholders	• Energy Efficiency for Operation Cost Savings			• Certify Payment Applications	• Assemble Finished Construction Photos	
• Circulation	• Hire CMAR	• Cost Estimate by CMAR			• Shop Drawing Review	• Monitor Warranty Items	
• Security Concerns	Construction Sequencing Plan with CMAR	• CMAR Prepare Site			• Prepare Punch Lists		
• Review and Confirm Regulatory Requirements	Overview Review				• Certify Site Work / Permits		
Community Outreach Program (if desired)					• Furnishings Bid Package		
	Issue RFQ for and Procure CMAR Services				• Move-Management		
					STANTIAL COMPLETION	FINAL COMPLETION	

Figure 12: Facility Construction Timeline Examples

CONCLUSION

When City Council President Ronald Salem initiated an investigation into the challenges confronting the Pre-Trial Detention Facility (PTDF) and the Police Memorial Building, the establishment of the Special Committee marked the beginning of a seven-month comprehensive and holistic investigative process, bolstered by the active participation of JSO leadership. Through research and collaboration, it became evident that both facilities were antiquated, hindering operational efficiency, and creating unfavorable working conditions for JSO staff.

The individual working groups explored viable solutions for replacing these facilities, delving into the intricate details of space requirements, necessary equipment, essential services, and outcome-based design elements for the facilities of the future. The culmination of their efforts led to a path forward that serves the best interests of the City and JSO.

By opting to lease and renovate a suitable facility for the new JSO Headquarters, the department can address a majority of its needs in a cost-effective manner. Simultaneously, the decision to construct a modern PTDF underscores a shift in focus from punitive measures to rehabilitation, with the aim of reducing recidivism rates among individuals interfacing with the criminal justice system.

Furthermore, by identifying and addressing current shortcomings in the PTDF and offering comprehensive recommendations for the construction of new facilities, the Special Committee hopes to streamline the pre-design planning phase of facility construction. This proactive approach not only saves valuable time and resources but also minimizes reliance on costly consultants, demonstrating a commitment to efficiency and fiscal responsibility.

The culmination of the investigative process and the subsequent proposals put forth by the Special Committee signify a significant step towards modernizing and optimizing the facilities crucial to the functioning of JSO. Through collaborative efforts and innovative solutions, the City of Jacksonville is poised to enhance public safety, promote rehabilitation, and ultimately foster a more equitable criminal justice system for its residents.

APPENDIX INDEX

APPENDIX A: PRESIDENT SALEM'S MEMORANDUM

APPENDIX B: FLORIDA CONSTITUTION ARTICLE 8 SECTION A

APPENDIX C: FLORIDA STATUTES 30.49

APPENDIX D: COJ ORDINANCE 2024-42

APPENDIX E: WORKING GROUP MEMBERS, STAKEHOLDERS,
AND SUBJECT MATTER EXPERTS

APPENDIX F: MEETINGS AND PRESENTERS

APPENDIX G: PRESENTATIONS AND HANDOUTS

*All meeting documents can be found on the City of Jacksonville's website at: <https://www.jacksonville.gov/city-council/standingcommittees/special-committee-of-the-council-to-review-jso-pri>

